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UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Liberia

Support for a comprehensive population programme

Proposed UNFPA assistance:	$3 million, of which $1.9 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $1.1 million will be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1987
Executing agencies:	Government of Liberia United Nations International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO) Food and Agriculture Organization of the United Nations (FAO) World Health Organization (WHO)
Government co-ordinating agency:	Ministry of Planning and Economic Affairs

LIBERIA

Demographic facts

Population by sex	
Total (in 1000)	2,191
Male (in 1000)	1,086
Female (in 1000)	1,105
Sex ratio (/100 females)	98.3
Population in year 2000 (in 1000)	3,615
Population by age group	
Age 0-14 (in 1000)	1,025
Age 15-64 (in 1000)	1,099
Age 65 + (in 1000)	66
Age 0-14 (percentage)	46.8
Age 15-64 (percentage)	50.2
Age 65 + (percentage)	3.0
Age indicators	
Median age	16.6
Dependency: age 0-14	93.3
Dependency: age 65 +	6.0
Dependency: total	99.3
Youth: 15-24 (in 1000)	395
Women: 15-49 (in 1000)	477
Urban-rural population	
Urban population (in 1000)	866
Rural population (in 1000)	1,325
Per cent urban (%)	39.5
Per cent rural (%)	60.5
Agricultural population density (/hectare of arable land)	10.07
Population density (/sq. km.)	20
Average annual change	
Population increase (in 1000)	77
Births (in 1000)	115
Deaths (in 1000)	37
Net migration (in 1000)	0
Rate of annual change	
Population change total (%)	3.25
Urban (%)	5.4
Rural (%)	1.7
Crude birth rate (/1000)	48.1
Crude death rate (/1000)	15.6
Natural increase (/1000)	32.4
Net migration (/1000)	0.0
Fertility and mortality	
Total fertility rate	6.90
Completed family size	N/A
Gross reproduction rate	3.40
Net reproduction rate	2.55
General fertility rate (/1000)	222
Child-woman ratio	N/A
Infant mortality rate (/1000)	122
Life expectancy: male	49.3
Life expectancy: female	52.7
Life expectancy: total	51.0
GNP per capita	
(U.S. dollars, 1984)	470

Sources: Area and population density on arable land: derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1986; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17, (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World Population Prospects, Estimates and Projections as Assessed in 1984 (United Nations publication, Sales No. E.86.XIII.3) - "population by sex" through "life expectancy: total" as of 1985-1990.

I. SUMMARY

1. The United Nations Fund for Population Activities (UNFPA) proposes to support a comprehensive population programme in the amount of $3 million over a five-year period, starting January 1987, to assist the Government of Liberia, a priority country for UNFPA assistance, to achieve its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to commit $1.9 million from its regular resources. If UNFPA's funding situation permits, the balance of up to $1.1 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.

2. The Governing Council, at its twenty-sixth session in 1979, approved the first country programme for Liberia in the amount of $2.5 million. Expenditures up to the end of 1981 totalled $1.2 million. Despite UNFPA's financial constraints at the time, the balance of $1.3 million was not reduced, but the duration of the country programme was extended in accordance with the review and reassessment of the UNFPA programme. Eventually, expenditures for 1982-1985 amounted to $1.9 million and allocations in 1986 to $0.3 million. Thus, against a country programme of $2.5 million for 1979-1982, Liberia received assistance of $3.4 million between 1979 and 1986. The proposed second programme is based on the findings and recommendations of a 1985 needs assessment update. The programme would include projects in the area of maternal and child health and family planning (MCH/FP); population information, education and communication (IEC); basic data collection and analysis; population dynamics and the formulation and evaluation of population policies. Although the programme does not contain any proposal specifically and/or exclusively addressed to women's concerns, women's participation and concerns will form an integral part of the proposed projects. In the event of additional funds becoming available, the formulation of a project designed exclusively for women will be considered.

3. The long-term objectives of the five-year programme are to assist the country to be self-sufficient in the formulation, implementation and monitoring of its population programmes and to attain levels of growth commensurate with the country's stated development objectives. In the short-term these objectives are to be achieved by a series of projects with set strategies and targets. The proposed MCH/FP programme would contribute to the reduction of infant child and maternal mortality and morbidity by improving delivery of services in the county of Montserrado and in Greater Monrovia. The supervision and management of ongoing services in Bong County will also be strengthened. The programme on population IEC would assist rural people to acquire the knowledge and skills to improve their living conditions through increased awareness of issues relating to population and development and the benefits of family planning. Activities in the area of basic data collection, analysis and dissemination would assist the Government to enhance its technical infrastructure and capacity to collect, analyse and disseminate information on population trends for use in social and economic planning. The programme in population dynamics and population policies would strengthen the National Population Commission, enabling it to undertake research on the formulation, co-ordination and implementation of population and development

policies. A programme for women, should additional funds become available, would be designed to enhance the status of women and increase their role in the country's population and development process.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)), respect for human life is basic to all human societies (para. 14 (e)), and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Liberia has a rural population, estimated at around 61 per cent of the total population, that is engaged in traditional and low productive agriculture for domestic consumption. As a result of a fast growing population (estimated at 3.4 per cent annually), population distribution patterns in Liberia are changing rapidly, with the majority of the population moving towards Montserrado County and the capital, Monrovia. Per capita income ranks amongst the lowest in Africa. The concessionary sector of the economy, the major source of income for Liberia, has been hard hit since 1976 by the impact of world recession and also by steep increases in energy prices. The country is now barely able to service its foreign debt. Unemployment has reached alarming proportions. The continued shortage of skilled manpower has meant that the country continues to rely on a costly expatriate labour force.

6. The health situation in Liberia is unsatisfactory. In 1980 only 35 per cent of the population had access to modern health facilities. Poor sanitary conditions and housing are directly related to existing health problems. Infectious, parasitic and respiratory diseases, measles and malaria are of major concern, while gastro-enteritis, pneumonia and neonatal tetanus are the main causes of infant mortality. Twenty-five per cent of the rural population suffers from chronic malnutrition. In 1985 there were 11 government hospitals, 27 health centres and 310 health posts and clinics. Six health institutions are involved in training middle-level medical personnel. There is also a college of medicine for training physicians. The college suffers from an acute shortage of teaching staff while all health facilities have suffered from shortages of drugs and adequate medical equipment.

7. The Government believes that a population policy is a constituent part of its overall development policy. The Government considers that the current rate of population growth is excessive and that uneven population distribution and excessive rural-urban migration are having adverse effects on development. The Government supports a comprehensive health policy, through expanded MCH services, with family planning as an integral component. The Government is promoting a general understanding at the national and grass-roots levels of problems associated

with rapid population growth and the relationship between demographic factors and socio-economic development. Measures and programmes intended to regulate population and family formation, population distribution and internal/international migration are encouraged. It is the Government's intention to strengthen training and education services in support of its population and development objectives.

III. REVIEW OF UNFPA ASSISTANCE TO DATE

8. UNFPA assistance through 1986 totalled $4,836,998. This amount includes the assistance provided prior to the first country programme authorized in 1979 at the twenty-sixth session of the Governing Council. Although implementation was slow and projects were extended beyond the original schedules, all the funds have been spent.

9. Support to the national maternal and child health and family planning programme. Since 1978 UNFPA has supported the development of a rural MCH/FP delivery system and training of village health workers in Bong County. Earlier, UNFPA support had been limited to a MCH/FP programme in Grand Cape Mount County. The objectives of both projects included the integration of MCH/FP within the general health services delivery system to improve the health of mothers and children; the reduction of morbidity and mortality among mothers and children under five; the expansion of health coverage for vulnerable groups (mothers and children); the promotion of preventive services for the rural population through mobile teams; the training of health personnel to provide basic health services; and the promotion of popular participation in the development of community-based health services. While the Bong County activities were tangible, the situation was different in Grand Cape Mount County. The reasons for the latter's poor performance included frequent change of trained staff, inadequate staffing, a weak outreach programme, unavailability of a public health physician to develop supervisory activities, inadequate staff housing and poor maintenance of project equipment. Despite these shortcomings, activities in both counties produced some positive results. Traditional birth attendants and village health workers helped to reduce neonatal tetanus, and their activities contributed to better health among mothers through timely referrals, improved sanitation and the continuous registration of births and deaths. However, family planning activities remained minimal, owing mainly to the shortage of health personnel such as physicians' assistants and nurse/midwives knowledgeable in family planning techniques. In Bong County, supervision of health activities and training of traditional birth attendants have been highly effective. In addition the existence of village health committees in many areas has contributed to the effectiveness of the village health workers. The 1981 in-depth evaluation mission to both counties recommended that UNFPA should continue its support, especially as the activities had become potential modules for further development. The Government was the executing agency with technical backstopping by WHO.

10. Population and family welfare education. The project was to sensitize the leadership and rank and file of the trade unions and plantation workers about the impact of population on family health and welfare. Project staff have in turn been able to train plantation officers and trade union leaders in population and family

life education communication skills. Sectoral ministries, non-governmental organizations and the management of plantations have been duly sensitized. The project is progressing well. Multilateral donors associated with the project include the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP).

11. Population census, post-census analysis and surveys. The second population census was carried out in 1974. The data were tabulated and analysed and the report completed in 1981. However, the report could not be published for lack of funds. The 1984 population census was carried out as planned, covering all the enumeration areas of the country. Data on population distribution, socio-economic population characteristics, migration, urbanization, mortality levels and selected living and housing conditions were collected. Although the results of the 1984 census have been compiled, neither the preliminary nor the final results have been published. Problems encountered during the data coding and processing phase included power failures, resulting in delays in key-punching and destruction of computer disk drives and other equipment. Owing to the Government's financial constraints, UNFPA agreed, exceptionally, to fund local enumerators and supervisors engaged in the 1984 census in addition to other census components which included advisory services, fellowships and local training as well as support equipment. Some nationals sent abroad to train in data analysis failed to return to the country. A national demographic survey was undertaken during 1978-1979 to obtain data on changes in fertility, mortality and migration for purposes of estimating intercensal changes and for comparison with the 1984 population census results. The survey data has yet to be analysed or published owing to staff shortages. Despite the disappointments, it had been possible to carry out in-service training for middle-level staff in the areas of cartography, data collection, coding and, to some extent, data analysis.

12. Other external assistance. The United Nations Development Programme (UNDP) in conjunction with UNICEF has supported a health education materials unit and rural water programmes. UNICEF has provided substantial funds for an expanded programme of immunization within the primary health care system, supplied basic drugs, vehicles and operational support and provided training for community midwives and traditional birth attendants. UNESCO has provided support to the mass media for disseminating policy and programme information to rural communities. WFP has assisted with a school feeding programme and food-for-work programmes for forestry workers. WHO has contributed to the immunization project as well as to basic sanitation and primary health care programmes. The World Bank is collaborating with the Government in launching a population and health project and has worked with UNFPA in needs assessment and project formulation exercises. The European Economic Community (EEC) has participated in a rural water programme and the expansion of Phebe Hospital in Bong County. Bilateral assistance has been provided by the Government of Denmark in support of a rural water programme. The Federal Republic of Germany is supporting a primary health care project in Nimba and Grand Gedeh counties. The Government of Japan has supplied equipment and extended the facilities at the John F. Kennedy Maternity Centre. The Government of the Netherlands has been supporting a primary health care project in Maryland County since 1977 and the project has evolved into the "Self-help village development project", co-financed with UNDP, with emphasis on community awareness for

self-responsibility and self-help. The United States Agency for International Development (USAID) has a supported primary health care programme for Grand Gedeh and Sinoe Counties which is expected to improve access to basic health care, boost contraception use to about 12 per cent for women of childbearing age, extend immunization and increase nutritional surveillance for infants under 3 by 50 per cent.

13. Non-governmental organizations providing aid to population projects include Family Planning International Assistance (FPIA), which is providing in-service training in MCH/FP for the Ministry of Health and Social Welfare and family planning services through the Pentecostal Church in Sasstown and Sinoe County. FPIA also supports planned parenthood counselling and education for high school students in the Monrovia area. Family Health International (FHI) has funded an adolescent fertility study and is also funding a maternity care monitoring study at the John F. Kennedy Maternity Centre. The Johns Hopkins Population Communication Services has provided assistance to an IEC plan for MCH, exchanged and produced films on MCH/FP for the library of the Family Planning Association of Liberia and, in collaboration with the Ministry of Information, has developed a simplified version of the RAPID model (Resources for the Awareness of Population Impacts on Development) for general audiences. The RAPID/Futures Group is conducting population awareness seminars in collaboration with the Ministry of Planning and Economic Affairs.

IV. FINDINGS OF THE NEEDS ASSESSMENT UPDATE MISSION

14. The needs assessment update mission of May 1985 recommended that priority assistance be provided in various population programme areas, including the following.

15. Existing health projects should be strengthened rather than introducing new ones and assistance should be provided to the Family Planning Association to develop a more effective system of collection and analysis of service statistics. Support should be given to improving operational research and evaluation through deployment of additional staff to the Family Planning Association's evaluation unit as well as training them in family planning evaluation and research methods. There should be one additional assistant director in the Ministry of Health and Social Welfare; and the results of the three surveys conducted on adolescent sexuality by the Family Health Division of that Ministry and those of other institutions involved with education and counselling of youth should be reviewed to determine needs for services and to formulate strategies and responses to those needs.

16. Population education should be strengthened in support of programmes to influence fertility behaviour. In view of limitations in scope, depth and coverage of the existing health education curricula for junior high and high schools, the teacher training colleges and the university should train staff in curriculum development. The teacher training colleges in particular should introduce components of population and family life education in their syllabus and studies should be undertaken on the problems connected with the high drop-out rates due to adolescent pregnancies. The infrastructure for reaching rural population and youth

at the Ministry of Agriculture should be assisted to train its personnel in population and family planning communication techniques and to introduce family planning awareness into innovative income-generating programmes. The ongoing programme of family welfare education for workers at the Ministry of Labour should be strengthened with respect to training activities, education materials, professional and support staff. More frequent use should be made of the mass media, such as the Liberia Rural Communications Network, by all ministries and institutions involved in population education.

17. As a follow-up to the population census of 1974, the 1978-1979 demographic survey and the 1984 population and housing census, assistance should be given to the Bureau of Statistics for analysis and publication of the respective reports, local salary payments and the purchase of equipment and supplies. There should be accelerated training in specialized areas such as demography, statistics, sampling and systems analysis, projections, cartography and computer software packages. The Demographic Unit of the University of Liberia should be supported in training its staff and improving its library and teaching equipment base.

18. Following the initiatives undertaken by the Government to increase awareness of population issues among policy makers and the general public as well as the establishment of a National Population Commission, assistance should be provided to implement the programme on population policy formulation and integration of population variables into development planning.

19. Studies related to women should be pursued and, specifically, water, sanitation, adult literacy classes and day care centres are needed for market women who play crucial roles in the socio-economic system. Volunteers should be trained to run the proposed day care centres and the adult literacy classes, with possible cost-sharing with the existing market women's organizations. A study of innovative means of credit extension for small-scale marketing activities should be undertaken.

V. PROPOSED PROGRAMME OF ASSISTANCE, 1987-1991

20. The five-year programme for which UNFPA proposes assistance in the amount of $3 million has components in MCH/FP; population IEC; basic data collection and analysis; and population policy formulation.

Maternal and child health and family planning

21. Strengthening of MCH/FP services in Montserrado and Bong Counties. UNFPA proposes to strengthen the MCH/FP programme, at a cost of $510,000, by further promoting the health benefits of family planning, improving existing local training programmes for health workers in family planning techniques and health education and integrating family planning service delivery in MCH centres. It will be necessary to strengthen programme supervision, management and record-keeping. UNFPA assistance would cover the costs of international advisory services, local personnel and administrative support, medical equipment, contraceptives, in-service training, seminars, expendable equipment, vehicles, operation and maintenance

costs, health education materials and reporting and printing costs. The Government, WHO and the Family Planning Association of Liberia would be the executing agencies.

Population information, education and communication

22. UNFPA proposes assistance in the amount of $890,000 to be divided between the following two projects.

23. Population education in schools. UNFPA proposes to assist the Government to train the staff of the teacher training colleges and the university in population curriculum development; introduce components on population and family life education into various subjects; conduct awareness seminars for community leaders; and initiate studies on current policies to address the school drop-out problem. UNFPA assistance would cover international advisory services in population curriculum development, fellowships, audio-visual equipment and materials, printing costs, vehicles, office supplies and operation and maintenance of equipment. UNESCO would be the executing agency.

24. Communication support for the population programme. UNFPA proposes to assist the Government to establish a programme for population information and communication to raise the general level of awareness of the implications of population issues in development and to facilitate increased understanding and acceptance of family planning and its impact on health. UNFPA assistance would cover the costs of seminar/workshops for youth, men, religious groups and opinion leaders and local training in communication techniques in population and family welfare for supervisors of youth programmes and agricultural extension instructors. The Government and the Family Planning Association would execute the project with technical backstopping from FAO and UNESCO.

Basic data collection and analysis

25. UNFPA proposes to assist the Government in the amount of $975,000 to develop the expertise to analyse the 1984 population data, disseminate the reports and strengthen the Government's capability to carry out surveys, data retrieval and programming. UNFPA assistance would cover local personnel costs, vehicles, logistical support, technical consultancies, and a specialized seminar on the results of the 1984 population census. The Government and the United Nations would be the executing agencies.

Population dynamics

26. UNFPA proposes to assist the Government in the amount of $425,000 to support the National Population Commission's policy-oriented research and to develop activities leading to the formulation of population and development policies. The task forces created after a national seminar held in May 1985 to publicize the declaration and recommendations of the International Conference on Population have completed sectoral drafts for inclusion into a draft national population policy. UNFPA assistance would provide multi-disciplinary training for the staff of the

Commission, technical advisory services and support equipment. The United Nations and ILO would be possible executing agencies.

Women, population and development

27. All projects to be developed are required to ensure that project activities will benefit women and that women are given the opportunity to participate in the tasks involved. In addition, should funds become available under the higher level of funding, UNFPA proposes assistance in the amount of $200,000 to support activities which would lead to the development and design of programmes and projects to improve women's status and to increase their participation in the development process. The specific inputs from UNFPA would be in the form of a consultant to work in co-operation with the Government and a key women's organization. FAO and UNESCO are possible executing agencies.

Monitoring and evaluation

28. The proposed programme will be monitored in accordance with the UNFPA revised guidelines on monitoring and evaluation. Special attention will be given to monitoring and evaluating the progress of the assistance to the MCH/FP project which has experienced many constraints in the past. In addition, periodic country reviews with the participation of the Government and UNFPA will also assess the implementation of individual projects in relation to the achievement of the objectives of the country programme as a whole. An interministerial committee will be formed to ensure continuous evaluation of the entire programme.

Financial summary

29. As indicated in paragraph 1, a programme of $3 million is proposed, of which $1.9 million will be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $1.1 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other resources including multi-bilateral sources. The following table shows how the programme areas will accommodate these two levels of funding:

	UNFPA regular resources $	Other Resources including multi-bilateral sources $	Total $
Maternal child health and family planning	510 000	-	510 000
Information, education and communication	500 000	390 000	890 000
Basic data collection and analysis	540 000	435 000	975 000
Population dynamics	350 000	75 000	425 000
Women, population and development	-	200 000	200 000
Total	1 900 000	1 100 000	3 000 000

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30. The status of programme and project development as of January 1987, is expected to be as follows:

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Approved and allocated	200 000
Pending	935 000
Pipeline	765 000
Total	1,900,000

VI. RECOMMENDATION

31. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Liberia in the amount of $3 million for five years;

(b) Authorize the Executive Director to commit an amount of $1.9 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to $1.1 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Liberia and with the executing agencies.